

JOINT APPROPRIATIONS SUBCOMMITTEE ORIENTATION AND GENERAL PROCEDURES

INTRODUCTION TO APPROPRIATIONS SUBCOMMITTEES

What Happens in Subcommittee

1. The joint appropriations subcommittees aid the legislature in its primary role of determining the resources necessary to implement and maintain those state government functions and programs.
2. Subcommittee budget hearings is the time for the subcommittee members to learn as much as they can about the agency's mission, goals and objectives, organization, funding sources, customers, and challenges for the upcoming biennium.
3. Due to the complexity of the general appropriations act, five subcommittees each work on an assigned portion of the act.
4. Each agency budget is heard in subcommittee and executive action is taken on each agency budget.
5. The subcommittees prepare recommendations on agency budgets for the House Appropriations Committee.

How Subcommittees are Different from Other Committees

1. Subcommittees hold hearings and take executive action on the executive budget but do not start with a bill or prepare formal amendments; budgets are developed from scratch.
2. Subcommittees generally do not hear bills other than the general appropriations act, but other proposed legislation may occasionally be referred to the joint appropriations subcommittees by the House Appropriations Committee.
3. Subcommittees don't generally hear proponents and opponents but do hear presentations from the agency, OBPP, public testimony, and testimony from other interested parties.

How Tools and Vocabulary Differ from Other Committees

1. The LFD Budget Analysis provides an analysis of the executive budget for each agency and program. The Budget Analysis:
 - a) Explains how the budget was developed (fiscal and policy impacts)
 - b) Is the primary source for issues raised by LFD staff
2. The LFD Budget Analysis is used as the subcommittee workbook and is the primary guide for subcommittee executive action.
3. Budget Basics (see Appendix A).

RESPONSIBILITIES OF THE SUBCOMMITTEE CHAIRMAN AND STAFF

Chairman

1. The chair of the Joint Appropriations Subcommittee is always a Representative.
2. The chair has general control and direction over the subcommittee room.
3. The chair is responsible for ensuring fair and unbiased decorum.



4. The chair is responsible for subcommittee organization, and efficient operation and management of the subcommittee.
5. The chair presents their respective portions of HB 2 through the House Appropriations Committee, the House Floor, and the Senate Finance and Claims Committee.

Vice-Chair

1. The vice chair of the Joint Appropriations Subcommittee is always a Senator.
2. The vice chair presides over subcommittee meetings when the chair is absent.
3. The vice chair presents their respective portions of HB 2 on the Senate Floor.

Legislative Fiscal Division Staff to Subcommittees

1. LFD staff are nonpartisan and have a duty to assist each member of the subcommittee regardless of committee member's party affiliation.
2. LFD staff provide knowledgeable, candid, and objective information and to legislators.
3. LFD staff are expected to raise other options and alternatives to the executive budget request.
4. LFD staff provide the subcommittee with additional budget or program information when needed.
5. LFD staff, in consultation with the subcommittee chair, establish the subcommittee schedule of when programs or budget functions will be heard and acted upon by the subcommittee.
6. LFD staff produce HB 2 (the general appropriations act) and the accompanying narrative in all of its iterations.
7. LFD staff provide any assistance the chair or other committee members need.

Subcommittee Secretary

1. The secretary calls the roll for attendance and roll call votes in executive action.
2. The secretary provides adequate notice of hearings and executive action as directed by the chair that conforms to the public's constitutional right to observe and participate in governmental operations.
3. Current House and Senate rules encourage that the public be given at least three days' notice of a committee meeting.
4. The secretary provides accurate minutes of subcommittee proceedings and ensures that all exhibits provided to subcommittee members are documented in the minutes, including the name of the document and who provided the document to the subcommittee.
5. The secretary ensures that all witnesses sign the registration before testifying.

Meeting with Staff – Prior to or within the first day or two of session, the chair, secretary, and staff should meet to

1. Exchange direct phone numbers and room numbers.
2. Discuss and outline the working arrangement for subcommittee work.
3. Review chair expectations of staff.
4. Arrive at mutual understanding of roles and responsibilities.

THE ORGANIZATIONAL MEETING OF THE SUBCOMMITTEE

At the organizational meeting of the subcommittee, the chair should lay the ground rules for

1. Location of electronic equipment by the public or press and the use of cell phones in the subcommittee hearing room.
2. Time limits (if any) for testimony related to budget hearings.
3. Motions in subcommittee (see Appendix B).
4. Subcommittee schedule and timelines.
5. The use of proxy votes by members of the subcommittee when they are not present for executive action (see Appendix C for standard proxy forms).
6. Order of roll call votes (alphabetical, presiding officer first or last).
7. Whether the chairman or the committee secretary announces the tally on roll call votes.
8. Holding votes open when subcommittee members are not present for executive action and no proxy has been left by the absent subcommittee member.
9. Information that will be required from each agency before executive action is taken on the agency budget.
10. The order of presentations (Legislative staff, agency representatives) during the budget hearings.
11. Witness sign-in sheet.
12. Written testimony.

Other Rules and Procedures

1. A quorum consists of 4 committee members. A quorum is necessary to conduct subcommittee business and vote.
2. Motions do not require a second.
3. The chairman can make a motion.
4. Individual members' votes on all executive action must be recorded and made public.
5. Any member may request a roll call vote.

SUBCOMMITTEE OPERATION AND MANAGEMENT

Subcommittee Schedule, Timeframes, and Deadlines

1. The daily subcommittee schedule must be adhered to as closely as possible in order for the subcommittee to complete its business in a timely manner.
2. Once the schedule is set at the beginning of the session, any deviation from the schedule should be posted at least three days in advance of the change.
3. Any schedule change must be approved by the subcommittee chairman.
4. The subcommittee secretary is responsible for posting the official public notice of the schedule change.
5. Subcommittees must complete all work no later than the 42nd legislative day (Monday, February 23).

Subcommittee Minutes

1. Must be prepared promptly.
2. Must be reviewed by LFD staff to ensure all motions are properly included.
3. Must be signed by the subcommittee chair.



Committee bills and Study Resolutions

1. May be requested, by motion and vote, at any time the subcommittee is meeting.
2. May be on any subject generally within the jurisdiction of the subcommittee.
3. Require a three-quarters vote of the subcommittee.

Statutory Changes to Implement HB 2

1. The subcommittee may recommend statutory changes needed to implement HB 2
2. The recommendation is to the House Appropriations Committee
3. Requires a majority vote of the quorum of the subcommittee

Subcommittee Hearing Format

1. Agency budgets are heard first at the agency level followed by the hearings for each program, where necessary.
2. Agency budget hearings will include, at a minimum, presentations and/or the opportunity for comment by the following entities. The order of presentations will be determined by the subcommittee chairman.
 - a. Agency overview presentation
 - b. OBPP comments/presentation
 - c. LFD issues and comments
 - d. Other testimony
3. Each agency and program will be closed when the chair determines that all discussion, public testimony, questions, and presentations have been completed.

Subcommittee Executive Action

1. Executive action is the time for the subcommittee to act on the agency budget proposal. The executive action session is open to the public, but testimony is usually not taken from witnesses. However, at the discretion of the chair, subcommittee members may be allowed to ask questions of witnesses during executive action.
2. Executive action must be scheduled and publicly posted on the subcommittee schedule.
3. Executive action will be taken following the close of hearings of each program/agency.
4. Executive action does not need to be taken immediately.
5. The subcommittee chair may direct staff to complete additional research and report back to the subcommittee before executive action is completed, if there exists an unresolved point of legislative interest.
6. The subcommittee may direct the agency to provide additional information to the subcommittee before executive action begins or is completed, if there exists an unresolved point of legislative interest
7. Subcommittee members may propose amendments to a decision package during executive action.
8. Subcommittee members may propose initiatives not included in the executive budget.
9. A legislative budget initiative may be proposed even if it requires other legislation to implement. In this instance, the appropriation would be made contingent on passage and approval of a separate piece of legislation.

APPENDIX A -- BUDGET BASICS

Pages 2 through 6 of Volumes 3 through 7 of the Legislative Budget Analysis 2011 Biennium describes the components of the state budget and explains the budget terminology that is used throughout the development of the general appropriations act.

Please refer to these pages in the Budget Analysis for more information on the state budget process.



APPENDIX B – STANDARD SUBCOMMITTEE MOTIONS

GLOBAL MOTIONS

- Starting point for subcommittee deliberation
- Vacancy savings
- Fixed costs in the budget
- Inflation or deflation factors in the budget
- Proposals requiring legislation
- Separate legislation to implement the general appropriations act
- Integrate goals and objectives into the appropriations process

AGENCY MOTIONS

Adoption of decision packages:

"I move DP _____ for _____ (program, facility)."

"I move DP number _____ through number _____, except for _____"

"I move DP _____ as a one-time-only appropriation" *(the appropriation will not continue into the next biennium)*

"I move DP _____ as a restricted appropriation" *(the appropriation cannot be used for other purposes)*

"I move DP _____ as a biennial appropriation" *(the appropriation can be spent in either or both years of the biennium)*

"I move DP _____ as any combination of the three provisions listed above"

Language:

"I move language be included in HB 2 that \$ _____ may only be used for _____.

"I move language be included in HB 2 that the appropriation for _____ may only be expended if _____.

Miscellaneous:

"I move that funding for 1.00 FTE _____ be removed from the budget."

"I move the addition of \$ _____ general fund/state special revenue/federal funds for _____.

Base Budget:

"I move that the base budget for this agency/program be adopted."

Statewide Present Law Adjustments:

"I move that the statewide present law adjustments for this agency/program be adopted."

Agency and Program Goals and Objectives

"I move the subcommittee adopt the following goals _____ as measured by _____ be monitored by the Legislative Finance Committee during the 2013 biennium."

Recommendation to Amend Statute to Implement HB 2

"I move that the subcommittee recommend to the House Appropriations Committee that statute be amended to implement the following change to the _____ (name of program) _____ :
(Describe proposed change in the motion)"

Committee Bill:

"I move that a committee bill be prepared to _____" (To pass this motion requires 6 positive votes for 7 or 8 member subcommittee.)

APPENDIX C – STANDARD PROXY FORMS

(Examples are based on past usage. Form may change per leadership or rules.)

Senate

PROXY VOTE

I, the undersigned, hereby authorize Senator _____ to vote my proxy on any issue before the Joint Appropriations Subcommittee on _____ held on _____, 2009.

Signed _____
Senator

House

COMMITTEE PROXY

I request to be excused from the Joint Appropriations Subcommittee on _____
because of other commitments. I desire to leave my proxy vote with: _____

Indicate the decision package number and your vote Aye or No. If there are amendments, list them by name and number under the decision package and indicate a separate vote for each amendment.

[illegible]

Representative _____
(Signature)